

# **TOWN OF GREENWOOD**

## **COMPREHENSIVE PLAN**

*Update - Draft Version – for Review and Comment Only*  
*October 2007*

Prepared for:  
Town of Greenwood  
100 West Market Street  
Greenwood, Delaware 19950

By:  
Davis, Bowen & Friedel, Inc.  
23 North Walnut Street  
Milford, Delaware 19963

**Certified and Adopted – August 3, 2004**  
**Draft Update October 2007**

## SECTION 11

### 2007 UPDATES TO FIVE-YEAR COMPREHENSIVE PLAN

#### *11.1 Scope of 2007 Update*

The 2007 Comprehensive Plan update documents progress toward the Town's 2003 land use goals and strategies, its proposed changes in zoning, and presents an updated vision and plan for land use and annexation over the next five years, 2008 to 2013. Comprehensive Plan sections which have been updated include:

Population	Town Infrastructure
Vision for Greenwood's Future	Transportation
Objectives	Economic Development
Public Participation	Land Use and Zoning Ordinance
Town Services	Annexation Plan

In addition to an amended and reformatted text, the Plan's map suite has been updated. One map has been added, Figure 4A, which depicts State Resource Areas in relation to the Greenwood Multi-agency Planning Area. The maps depicted in Figures 7A and 7B have been combined into a new map, Figure 7, which depicts annexation areas and their proposed land uses, and identifies a potential greenbelt area. The unofficial zoning map in Figure 6 illustrates a revised set of zoning districts which will be amended to the zoning ordinance within 18 months of the Updated Comprehensive Plan certification and adoption by Town Council.

Within this update, the concept of a 'Greater Greenwood Area' has been introduced. The Greater Greenwood Area is an informal term that refers roughly to the Multi-agency planning area identified in Figure 2. Many landowners outside Greenwood's Town borders and within the Greater Greenwood Area feel connected with the Town's past and have a stake in its future. Some are customers of the Town's water system and some may request annexation into Town, but their attendance and input during the Town's Deliberative Visioning Forums demonstrated their interest and investment in the Town's future.

Key elements of the 2003 Comprehensive Plan have been addressed in this update and continue to be important in realizing Greenwood's vision for its future. Below is a brief summary of progress made toward realizing the 2003 Comprehensive Plan key elements:

- 1. "To implement a major water system upgrade to address flow and pressure deficiencies with in the Town and to ready the Town for future expansion possibilities."**

Water system upgrades are in progress. See sections on Population, Town Infrastructure

and Annexation Plan for more detailed updates.

2. **“To exercise the Town’s full rights regarding the inter-municipal sewer agreement with the Town of Bridgeville, as the Nanticoke Watershed Total Maximum Daily Load’s (TMDLs) are implemented.”**

The inter-municipal sewer agreement with the Town of Bridgeville is in the process of being updated. Please refer to the Town Infrastructure section for more details.

3. **“To implement the Corridor Preservation Plan for US Route 13 through Greenwood, as proposed by Delaware Department of Transportation (DelDOT).”**

The Corridor Preservation Plan for US Route 13 has been implemented in Greenwood. Please see sections on Transportation and Economic Development for more details.

4. **“To review existing land use within the Town and identify areas where existing land use and the zoning category are inconsistent.”**

Existing land use has been reviewed and mapped. A new set of zoning districts, more consistent with land use, have been devised. Please refer to the Land Use and Zoning section, as well as Figures 5 and 6, for further explanation.

5. **“To refine the commercial zoning code to reflect the different needs of the highway commercial development versus the desired downtown commercial district.”**

New zoning districts distinguishing highway commercial from downtown commercial have been outlined and are being reviewed by the Town Solicitor. Refer to Figures 6 and 7 for locations of these new districts; refer to text sections on Land Use and Zoning Ordinance, and Economic Development for further explanation.

These key elements constitute the Town of Greenwood’s land use policy and support its vision to remain a small-town, primarily residential community. Land use and annexation plans presented in this update build upon these key elements. This update will also demonstrate the Town’s continued commitment to coordinate with the State, County and neighboring Municipalities to put Livable Delaware Strategies into land use practice.

## 11.2 Population

The Town of Greenwood has experienced population growth slower than the 2003 forecast. Population for 2005 was predicted to increase 10% over the 2000 Census count to 921 persons; in actuality the US Census estimated Greenwood's population increased to 881 persons, only 5% between 2000 and 2005<sup>1</sup>. Based on the US Census population estimate for 2005 and the Delaware Population Consortium (DPC) 2006 population growth rate forecast for Sussex County, Greenwood's population is expected to increase 10% between 2005 and 2010. Between 2010 and 2015, the population is projected to increase 9% with subsequent population increases declining by one or two percentage points every five years until 2030 (see Table 11.1).

Table 11.1 Updated Population Projections for the Town of Greenwood

Year	2000 Census	2005	2010	2015	2020	2025	2030
Population (persons)	837	881	970	1053	1132	1203	1264
% change over 5 years		5%	10%	9%	7%	6%	5%

(Source: Delaware Population Consortium Annual Population Projections, October 26, 2006, Version 2006.0 Accessed from the World Wide Web on 8-16-07: <http://stateplanning.delaware.gov/information/dpc.shtml>)

Similarly, the number of households in the Town is expected to increase by 11% between 2005 and 2010 (see Table 11.2). The number of new households is then expected to gradually decrease until 2030. Between 2010 and 2030, 158 new households are expected to locate within Greenwood; this number may sharply increase should properties in the Potential Annexation Areas described in Figure 7 request annexation into Town.

Table 11.2 Updated Household Projections for the Town of Greenwood

Year	2000 Census	2005	2010	2015	2020	2025	2030
Households (HH)	308	357	396	431	464	494	516
% change over 5 years		16%	11%	9%	8%	6%	4%
Additional HH's		49	38	35	33	30	22

(Source: Delaware Population Consortium Annual Population Projections, October 26, 2006, Version 2006.0 Accessed from the World Wide Web on 8-16-07: <http://stateplanning.delaware.gov/information/dpc.shtml>)

Also affecting population growth between years 2000 and 2006 has been the 2005 moratorium imposed on issuance of any permit, license or any subdivision approval for structures, lots or parcels located within the Town limits. This moratorium was necessary to allow time for completion of the Town of Bridgeville sewer system and water treatment plant improvements which will increase sewer capacity. In July 2007 the moratorium was extended to April 2008 to reflect the newly estimated completion date for improvements. Once sewer and water system improvements are completed and the moratorium is lifted, Greenwood expects its population to increase 10% between 2005 and 2010 as forecast.

<sup>1</sup> Population Division, U.S. Census Bureau, Table 4: Annual Estimates of the Population for Incorporated Places in Delaware, Listed Alphabetically, Release Date: June 28, 2007. Accessed from the World Wide Web on 8-16-07: <http://www.census.gov/popest/cities/tables/SUB-EST2006-04-10.xls>



### ***11.3 Updated Vision for Greenwood's Future***

The Town of Greenwood's vision for its future continues to be a largely residential community, with local businesses centrally located along Market Street and larger retailers located along the US Route 13 corridor. This vision has been expanded and elaborated upon since 2003.

The Town, with co-sponsorship from the Greenwood Public Library and the University of Delaware Cooperative Extension Office, organized three public Deliberative Visioning Forums during the first half of 2006. The forums were held at the Greenwood Public Library and were well-attended; a total of 63 residents, business owners and property owners of the Greater Greenwood Area participated. These forums addressed the challenges of expected growth in the Greater Greenwood Area by first assessing the Town's resources from municipal, community and business perspectives, and then devising a framework for future growth and development. During the forum, facilitated discussions helped clarify and define the participants' visions and expectations. Strategies were then conceived to help build a better Greenwood in the face of changing expectations, economies and demographics.

#### **Updated Vision**

Discussions from the Visioning Sessions revolved around three key themes: Heritage, Change and Vision for the Future. These three themes describe how the residents and friends of Greater Greenwood frame their vision for the Town's future growth and development.

##### ***Theme 1 – Heritage***

Preserving and enhancing community character:

- Preserve Greenwood's small town atmosphere and working class heritage as a family-friendly, safe, walkable and affordable community.
- Promote familiarity and friendliness with neighbors and other residents as well as new comers.

##### ***Theme 2 - Change***

Promote changes which will improve the residents' quality of life:

- Renovate and fill the empty store fronts
- Renovate older homes
- Take care of Cart Branch
- Build a larger park and maintain the playground
- Improve the basic infrastructure, water, wastewater, etc.
- Prepare for growth so that growth fits the character of Greenwood

##### ***Theme 3 – The Future***

The elements most often mentioned when asked how Greenwood will look in the future:

- Greenwood looks and feels like a turn of the 19<sup>th</sup> century town.

- Beaver Street has brick sidewalks
- Vibrant downtown with eateries, ice cream and bakery shops, mix of professional offices where it is easier to practice their trade.

### **Principles**

Specific principles which participants of the Visioning Sessions felt should guide Greenwood's future development include:

- Expand prosperity through innovation, efficiency and education.
- Expand the principles of cooperation and shared responsibility throughout the community.
- Pedestrian friendly neighborhoods – sidewalks in all developments, no cul-de-sacs
- Mainly residential character
- Vibrant Downtown Commercial District with more local merchants
- More open space accessible to the public

### **Strategies**

During the 2006 Visioning sessions, the participants expressed an interest in continuing the forum discussions as a strategy for realizing the vision for Greenwood's future. Questions raised during the sessions demonstrated a genuine interest in continued discussion and commitment to actively managing community change:

- How does a community learn to talk with one another about difficult choices?
- Are we willing to articulate what we want and put that into code even if we know some folks in Town will object to rules that are more stringent?
- Are we willing to promote economic development even if it means we lose some of our small town atmosphere?
- Are we willing to have more folks involved in reaching our vision even if we know democracy is a messy process?

As a direct result of the Visioning sessions, the Town of Greenwood organized Visioning Volunteer Committees to continue the conversation and also work toward achieving and re-evaluating the Vision for Greenwood. There are currently eleven (11) committees which include business development, street maintenance, playground and park development, community quarterly newsletter and mapping guidebook. Through the Visioning Volunteer Subcommittees, the Town continues:

- To act upon the comprehensive plan's guiding tenet of cooperation and shared responsibility throughout the community
- To re-evaluate strategies to realize the Town's vision for its future
- To demonstrate that residents can actively guide Greenwood's growth

### ***11.4 Objectives of Plan***

The Town of Greenwood Comprehensive Plan continues to realize its residents' vision for the Town's future with guidance from the State's Livable Delaware initiatives and the Town's own objectives outlined in the 2003 plan, which include:

- Focusing on redevelopment of the existing town neighborhoods through Community Development Block Grant and other state and county funding initiatives;
- Encouraging a variety of housing choices within the town;
- Promoting historic resources in the Town;
- Maintaining land use consistent with zoning districts;
- Promoting pedestrian and bike transit within the Town;
- Integrating new development into the Town by providing water and wastewater services; and
- Supporting environmental and agricultural preservation by clustering residential development in the town setting.

The ultimate objective of the Town of Greenwood Comprehensive Plan, and all plans guided by Livable Delaware principles, is to direct growth by fiscally responsible and environmentally compatible means.

In addition to Livable Delaware initiatives, the Town of Greenwood recognizes and joins the State of Delaware in their policy objectives to conserve and protect the state's natural resources and open space. As per the Delaware Land Protection Act, State Resource Areas (SRA) have been mapped and may be included in county and municipality comprehensive plans. Currently there are no State Resource Areas identified within the Greenwood multiagency planning area (see Figure 4A). The Delaware Quality of Life Act requires counties to implement programs that address the protection of natural resource areas. The Town of Greenwood is prepared to work with Sussex County to further these policies and objectives.

The Town of Greenwood continues to work with the Office of State Planning Coordination (OSPC) and its Preliminary Land Use Service (PLUS) process to promote cooperative planning as it updates its Comprehensive Plan. The PLUS process has replaced LUPA as the forum for State agencies review and comment on comprehensive plan amendments and updates.

### ***11.5 Public Participation***

As discussed in Section 11.3, the Town of Greenwood conducted a series three Visioning Forums during the first half of 2006. The Greenwood Visioning Forums assessed the Town's existing resources from municipal, community and business perspectives, and used that assessment to create a framework for growth in and around the Town. Residents, business owners, property owners and friends of the Greater Greenwood Area participated in facilitated discussions to help define and clarify citizens' visions and expectations for Greenwood's future.

- ❖ To be added later: Discussion of collaboration with USDA, Office of State Planning Coordination, DNREC, Sussex County, and Town of Bridgeville.

## ***11.6 Town Services***

### **Greenwood Volunteer Fire Company - Emergency Medical Services (EMS)**

The Town of Greenwood continues to support the efforts of the local Greenwood Volunteer Fire Company. Whether it is the company's ambulance or fire response service, or its educational outreach to the community, this organization continues to provide a valuable service to the Greater Greenwood Area. Since the last update of the Town's comprehensive plan, the company has expanded its facilities and modernized much of its equipment to continue to meet the emergency response needs of the surrounding community. However, as the local community's population changes, the company is faced with new and continued challenges. The company, like most volunteer companies in Delaware, is experiencing a shortage of financial resources and qualified volunteer staff; as the Town population continues to grow and age, these shortages will threaten the company's ability to continue providing basic ambulance and fire response services. The Town is committed to continue supporting and working with its local emergency response partner to address these concerns and meet the company's short and long term goals.

### **Library Services**

The Town recognizes the importance of providing public library services to residents of the Town and the Greater Greenwood Area, and considers it an anchor organization of its downtown commercial district. As the population in and around the Town grows, the Greenwood Library will need a larger building to meet the increasing demand for its services. The Town acknowledges the Library's facility needs and will support its efforts to work with Sussex County to determine whether the library should be relocated or a new wing built onto the existing building at its current downtown Greenwood location.

### **Parks**

More park and recreation spaces are desired by the Town residents. There is currently a Playground and Park Committee comprised of volunteers who are implementing a plan to develop a park behind the Library. Construction will be coordinated with water system upgrades.

### **Police**

The Town of Greenwood's Police Department staff has been reduced over the past 5 years from 3 to 2 officers. This has been largely due to the limited funds in the Town budget. The Town Council is currently conducting public workshops on the choices available to the Town residents regarding its police force: one option is increasing local taxes, and another option is dissolving the Town's police department and going under the jurisdiction of the State Police. With the expected population rise over the next five years, Greenwood will continue reevaluating the costs and benefits of maintaining their own police department.

## ***11.7 Town Infrastructure***

### **Water System**

The Town has been improving its water system infrastructure and has greatly enhanced Greenwood's ability to accommodate future residential and business development. Water system improvements include the following:

- In 2002 Greenwood received a State Revolving Fund loan to improve water distribution. Throughout 2006 to 2007, 6,000 feet of water mains have been updated in the Town of Greenwood.
- New sections of sidewalk have been installed through the water main upgrade project. Installation of sidewalks sections located at water main upgrade sites will be completed by August 2007.
- Pump station pump and piping has been replaced during the winter of 2007.
- Current pump capacity is 400 gallons per minute, with a surplus capacity of 100 gallons per minute.
- The 1930's water tower was torn down and a new tower erected in June 2007. The new water tower tank has a 250,000 gallon capacity.
- Daily water demands are expected to average 100,000 gallons per day throughout 2007, and forecast to be 140,000 gallons per day by 2012.
- Improvements to the Town's fluoridation system are expected to be completed by the end of the summer of 2007.
- To reduce corrosivity of water, reconstruction of the electrical control system and chemical feed system have been completed over the winter and spring of 2007.
- Water meter pits have been installed at some of the service connection sites. Additional grant funding must be secured for the completion of residential service metering installations.
- As of June 2007, water rates are thirty-two dollars per month per service connection; there are 487 service connections.

Although much has been accomplished over the last five years, the Town acknowledges the water system still needs more improvements. Water system upgrades will continue as funding becomes available.

### **Stormwater Management**

A new stormwater management system was built for the highway commercial parcels east of Route 13. Funded by DelDOT and Royal Farms, this system will help Greenwood better manage stormwater runoff and promote its objective of attracting larger retail merchant businesses along the Route 13 corridor.

The Cart Branch Tax Ditch is a predominantly natural feature and integral part of the Greater Greenwood Area stormwater management system. The ditch runs through the Town center

and provides stormwater drainage for much of the surrounding community. Residents recognize the need to maintain this feature to lessen flooding potential within the Town. To ensure the long term function of this green infrastructure, the Town acknowledges the need to do the following:

- Continue to partner and support the efforts of DNREC Drainage and Storm Water Section, Sussex Conservation District and the local Tax Ditch Association to maintain tax ditch right of ways, perform any needed maintenance and maintain any man made features found within the ditch.
- Participate within DNREC Drainage and Storm Water Section, Sussex County Government and other local jurisdictions in a regional storm water assessment to evaluate for needed improvements to lessen flooding potential within and surrounding Greenwood.
- As the community continues to review and revise its local codes and regulation, it should consider the need to provide for drainage and storm water concerns within its future land use area. The Town should consider regulation that allows for green technologies and conservation design standards, and which protects existing tax ditches within these areas.

### **Sewer System**

Improving sewer capacity is a paramount concern of residents in and around Greenwood. The inter-municipal sewer agreement with the Town of Bridgeville has not been updated since its completion in 1989 and does not reflect recent changes in water usage patterns and TMDL water quality standards. Because of the limited sewer capacity of the existing Bridgeville wastewater treatment facility, a moratorium on all development was instituted by the Town of Greenwood in April 2005. Since then, the Town has investigated building its own sewer treatment plant to better accommodate increased wastewater system utilization, but no development plan has been devised.

- As of August 2007, wastewater flows are 85,000 gallons per day; commercial connections are metered and residential sewer rates are sixty-five (65) dollars per month. The sewer rate reflects a twenty (20) dollar per Equivalent Dwelling Unit overage penalty imposed by the Town of Bridgeville.
- Although suggested in the 2003 Town of Greenwood Comprehensive Plan, a Bridgeville-Greenwood water-sewer authority has not been established, though the Town of Greenwood would be open to discussing its establishment at some future time.
- The Town of Greenwood is a member of the Bridgeville wastewater treatment and disposal Steering Committee, though the committee has been inactive in recent months.
- The Town will continue to promote the use of spray irrigation over direct stream discharge as a means to meet TMDL goals and significantly expand wastewater services.
- The Town will continue to work with Bridgeville to address wastewater treatment capacity issues, but may pursue other options in the future which include: maintaining its own wastewater treatment plant, consider becoming part of a regional system maintained by Sussex County or privatizing the service.

**Source Water Protection**

The protection of ground and surface water is vital to residential health, population growth and land development in the Town of Greenwood. The Town, County and State has a finite yet renewable supply of this resource in the forms of individual onsite wells and the Town's community water system. Because the Town of Greenwood currently has a population under 2,000 persons, well-head protection overlay zones do not need to be mapped nor a Source Water Plan devised as per the 2007 Wellhead Protection Regulations outlined by the Delaware Geological Survey and DNREC. However, as water service requests from potential residential and commercial developments increase, the need to provide protection for this natural resource will become a more urgent community-wide concern.

As the Town considers development in the Greater Greenwood Area, it should be mindful of how development will impact the soils within the community. Soils are invaluable to protecting and providing our drinking water. Within the Town's proposed future growth zone is the excellent recharge area for the Town's drinking well network. An excellent recharge area is defined as one with superior conditions that allow for water to enter into the soil and move downward to replenish the aquifer. Located to the west-northwest of Town (see Figure 4), half this area is situated on a large contiguous land parcel under single ownership. If this parcel is further developed, the town should consider the following strategies to ensure the protection of this important resource.

- The Town should encourage better design that allows for cluster development types that will create additional open space areas to continue to allow water to enter and recharge the local aquifer.
- Develop zoning standards that require the limiting of impervious surface that prevent water from entering the ground water system.
- Encourage the planting of trees and other landscaping to further lessen the ability for water to move off site.
- If the Town's population exceeds 2000 persons develop a source water protection ordinance addressing both recharge areas and well head protection areas within the community as required by Delaware Code.



## ***11.8 Transportation***

The Town continues to support the Delaware Route 13 Corridor Capacity Preservation Program. A new service road was completed in 2007 serving the Royal Farms convenience store on Route 13. This road will also service future business and residential developments planned for these ‘Highway Commercial’ zoned parcels, and help mitigate potential increased traffic impacts upon US Route 13.

Roads and alleys in the downtown commercial area and residential neighborhood need maintenance and upgrades. Greenwood will persist in finding other means to fund maintenance of its downtown roads.

Greenwood continues to promote the pedestrian friendliness of its community. As of July 2007, sidewalks in the worst structural condition have been repaired. Funding to renovate sidewalks along residential streets was secured through water main upgrade grants and transportation enhancement grants. Additional funding will need to be secured to complete the Town-wide installation of new sidewalks.

As Greenwood grows in population and land area, the community envisions more pedestrian friendly neighborhoods in new developments. Sidewalks will continue to be encouraged as a means of safe pedestrian transportation. Cul-de-sacs will be discouraged as the Town would like to have new development connect with its traditional small-town grid street pattern.

## ***11.9 Economic Development***

There has been little growth in the number of employers locating to Greenwood, however, the largest employers and taxpayers listed in Tables 4-6 and 4-7 have continued to do business in and around the Town. The recently opened Royal Farms gas station and convenience store, located on the corner of Route 13 and State road 16, may prove to bring additional tax revenue to the Town of Greenwood. The business presence of Royal Farms, the newly constructed stormwater management and service road infrastructure, and creation of a Highway Commercial district along northbound Route 13 may successfully attract other highway commercial retailers to invest in the Greenwood Route 13 commercial corridor. The Downtown Commercial area has not been registered as a historic district, but preserving and enhancing its late nineteenth century buildings could stimulate mixed use small business and residential growth.

Economic development in the Town will continue to focus on:

- Supporting local merchants in the historic town center
- Supporting small business development in the Downtown Commercial district
- Attracting larger retail merchants to the Route 13 corridor

## ***11.10 Land Use and Zoning Ordinance***

### **Land Uses**

The Land Use map in Figure 5 was updated throughout 2006 and 2007 by the Town Manager, Town Engineer and Planning Commission members. It depicts land uses current to June 2007. Land use categories have been revised from those listed in Table 5.3; new categories are listed in Table 11.3 below. Greenwood land uses include open spaces, wooded lots and farming within its existing Town boundaries. The more developed areas of Town are still centered on the rail line, Market Street and Route 13. Commercial and mixed uses are clustered along Route 13 and at the intersection of Market Street and the Norfolk Southern rail line.

Table 11.3 - Current Land Uses and Acreage

<b>Land Use Category</b>	<b>Acreage</b>	<b>Portion of Total Area</b>
AGRICULTURE	106	25%
SINGLE FAMILY RESIDENTIAL	100	24%
VACANT OR FALLOW	83	20%
COMMERCIAL OR MIXED USE	25	6%
TRANSITION	18	4%
PUBLIC OR INSTITUTIONAL	16	4%
WOODS	16	4%
MULTI-FAMILY RESIDENTIAL	15	4%
INDUSTRIAL	14	3%
PASSIVE OPEN SPACE	12	3%
ACTIVE OPEN SPACE (parks)	8	2%
TRANSPORTATION (Rail only)	5	1%
PUBLIC UTILITY	3	1%
<b>Total</b>	<b>420</b>	<b>100%</b>

As illustrated in Table 11.3, the largest single use of land is still devoted to agriculture (25%) followed by single family residential (24%). This reflects the rural and residential character that current residents wish to maintain. Twenty percent of the Town land parcels remain vacant or fallow; there is much opportunity for infill with single family homes and small business development. Passive and active open space only comprises 5% of the total land area; in the interest of increasing the amount of land dedicated to parks and recreational uses, amendments to the ordinance to allow for open-space banking should still be considered.

### **Zoning Ordinance**

Throughout 2006 and 2007, the Town, with assistance from the Office of State Planning Coordination, revised the zoning districts listed in Table 5.4 to be more consistent with existing and desired land uses, and to assure compatibility with the existing sewer agreement. As illustrated in Figure 6, commercial districts have been categorized into 'downtown commercial' and 'highway commercial' to better reflect the different needs of businesses at these locations. Highway commercial (HC) zoned properties will be located along US Route

13, will serve the regional population base and encourage a mix of business and residential uses. The mixed use intent of HC zoned land is to locate commercial uses nearer Route 13 and residential uses further from the highway. The downtown commercial zoning district properties will be located in the historic center of Town. This district is intended to serve residents of the Greater Greenwood area with smaller businesses such as restaurants, professional offices and other long established local enterprises and institutions. Residential areas nearest the downtown commercial have been rezoned as 'low density residential' with medium and high density residential located nearer the Town boundaries.

Table 11.4 - Proposed Zoning and Acreage

Proposed Zoning District		Acreage	Portion of Total Area
R1	Low Density Residential	208	50%
HC	Highway Commercial	114	27%
R3	High Density Residential	26	6%
R2	Medium Density Residential	21	5%
M	Manufacturing and Industrial	14	3%
DC	Downtown Commercial	12	3%
RPC	Residential Planned Community	11	3%
UT	Utility	8	2%
OS	Open Space	6	2%
<b>Total</b>		<b>420</b>	<b>100%</b>

Table 11.4 presents the full spectrum of proposed zoning districts and associated acreage. Proposed zoning reflects the Town's vision to remain largely residential; fifty percent is planned for R1 low density residential uses. Nearly a quarter of the land is proposed for HC zoning, which reflects the Town's intent to attract much-needed commercial retail. Although there is less land zoned for open space (OS), Greenwood expects there to be more passive and active open space available as neighboring properties request annexation into Town.

The revised Zoning Ordinance is currently under review by the Town Solicitor. Once a legal analysis has been completed, the Ordinance will be reviewed by the Planning Commission and Town Councilors, public hearings will be scheduled and the Town Council will vote on its adoption.

### ***11.11 Annexation Plan***

Directing Town growth by fiscally responsible and environmentally compatible means is a key objective of the Comprehensive Plan. The annexation plan, which identifies parcels as potential Town expansion areas should there be a mutual annexation interest between the Town and property owner, directs this growth. Since 2003 the annexation plan has been revised. As seen in Figure 7, Annexation Areas and Proposed Land Use, potential Town expansion is planned to follow existing sewer infrastructure and reduce growth east of Town. The new growth pattern is more consistent with the interest of property owners adjacent to the Town boundaries who have expressed an interest in annexation and future development. Near-term potential expansion areas, that is, those which may request annexation in the next 5 years, are indicated in Figure 6; longer term (5 to 15 years) areas of annexation interest are shown further from the existing Town borders in Figure 7.

Proposed zoning for annexation areas codify Greenwood's plans to maintain its residential character and enhance it with regional business development clustered around US Route 13. Residential planned communities would best be located along the existing western Town boundaries, where there is ample open space for the Town street grid to easily be connected to new development. Highway commercial districts would direct and cluster large-scale business development to the east of US Route 13, making it accessible to a more regional population and seasonal visitors.

Table 11.5 – Table of proposed zoning and acreage for annexation areas

	<b>Proposed Zoning District</b>	<b>Acreage</b>	<b>Portion of Total Area</b>
RPC	Residential Planned Community	1156	54%
HC	Highway Commercial	678	32%
R1	Low Density Residential	305	14%
R3	High Density Residential	2	0.1%
	<b>Total</b>	<b>2141</b>	<b>100%</b>

As detailed in Table 11.5, the proposed long term annexation area encompasses just over two thousand one hundred acres of land, which is now largely in agricultural use. The Town of Greenwood would like to maintain its small town and farming heritage in the face of future annexations and developments. For this reason, the Town proposes over half of potential annexation lands be zoned residential planned community. Residential planned communities allow for more clustered residential development and better conservation of natural resources and open space.

In addition to long and near-term growth areas, the Town has identified in Figure 7 parcels that are areas of local interest. These are areas in which the Town of Greenwood would give special consideration to the impacts on the Town should annexation be requested. A current area of concern is a cluster of three properties, adjacent to the northern Town boundary, which are actively used and zoned for heavy industry in Sussex County. Should annexation

be requested, the Town would like this area to be developed for residential uses, but is concerned that there may be significant environmental contamination to prevent this use. The Town would carefully consider the zoning under which the properties might be annexed, weighing the economic, environmental and social costs and benefits to the Town. For this Area of Concern, Greenwood requests that any proposal to Sussex County for developing these lands should be shared with the Town; the Town will provide the same courtesy to Sussex County.

The Town will continue to work with Sussex County and the State to encourage agricultural preservation and direct residential and commercial growth nearer existing Town boundaries. Should Transfer of Development Rights Programs be expanded, parcels identified in Figure 7 could form a greenbelt around the Greenwood multi-agency planning area. The Greenbelt would enhance the value of new development and preserve some of the traditional rural landscape and agricultural economy of western Sussex County.

### **Transfer of Development Rights Program**

A Transfer of Development Rights Program allows landowners to transfer the right to develop a parcel of land to a different parcel of land that is more suitable for growth. Simply, this program provides an option to farmers to preserve their land while appreciating its equity and directing growth toward town centers; this allows for the best fiscal investment of local resources such as fire, police, roads and education.

The Town of Greenwood has a unique opportunity to continue to promote the rich farming culture and history within the surrounding community. By working with the State and County to develop and participate in such a program, Greenwood would continue to build upon the existing and proposed green belt surrounding the Town. As the Town considers future annexations of large parcels into the Town as identified in Figure 7, Annexation Areas and Proposed Land Use, the Town should work with individual landowners to implement such a program.










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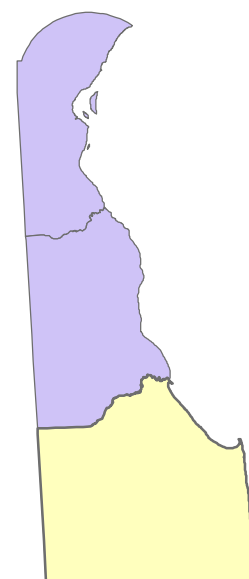
## Figure 1 - Location

### Legend

-  Greenwood Town Limits
-  Multi-Agency Planning Area
-  Sussex County Boundary
-  Municipality
-  Roadway
-  Rail Line
-  Waterbody

**Town of Greenwood  
Planning Area**

State of Delaware



0 2.5 5 10 15 20 Miles

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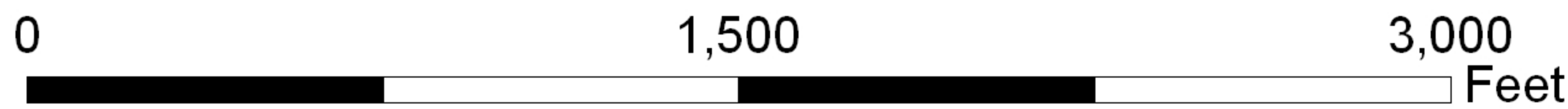
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## Figure 1A - Road Map

### Legend

- Greenwood Town Limits
- Roadways
- Rail Line
- Waterway

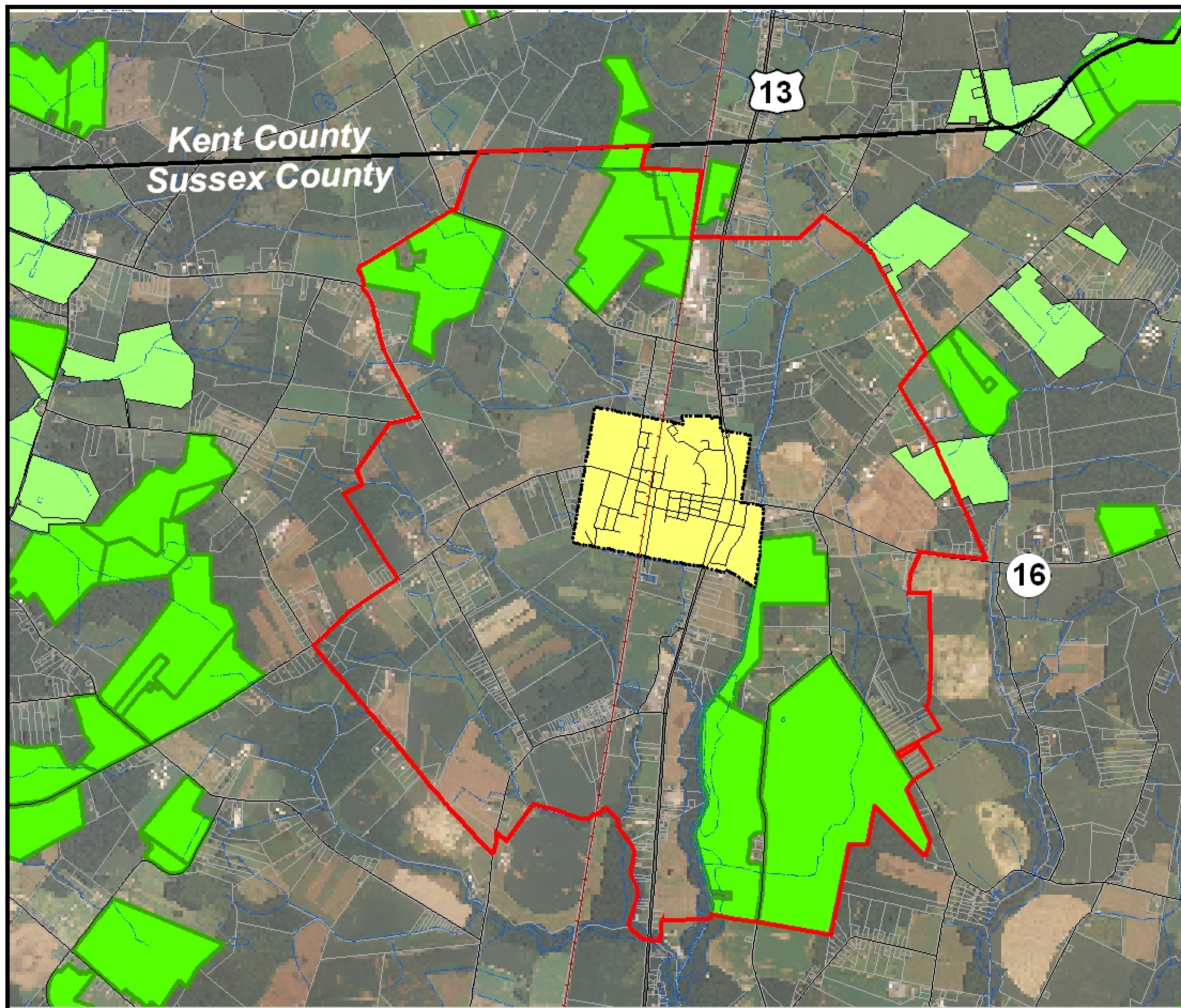


2006 Orthophoto courtesy of USDA

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### Figure 2 - Planning Area

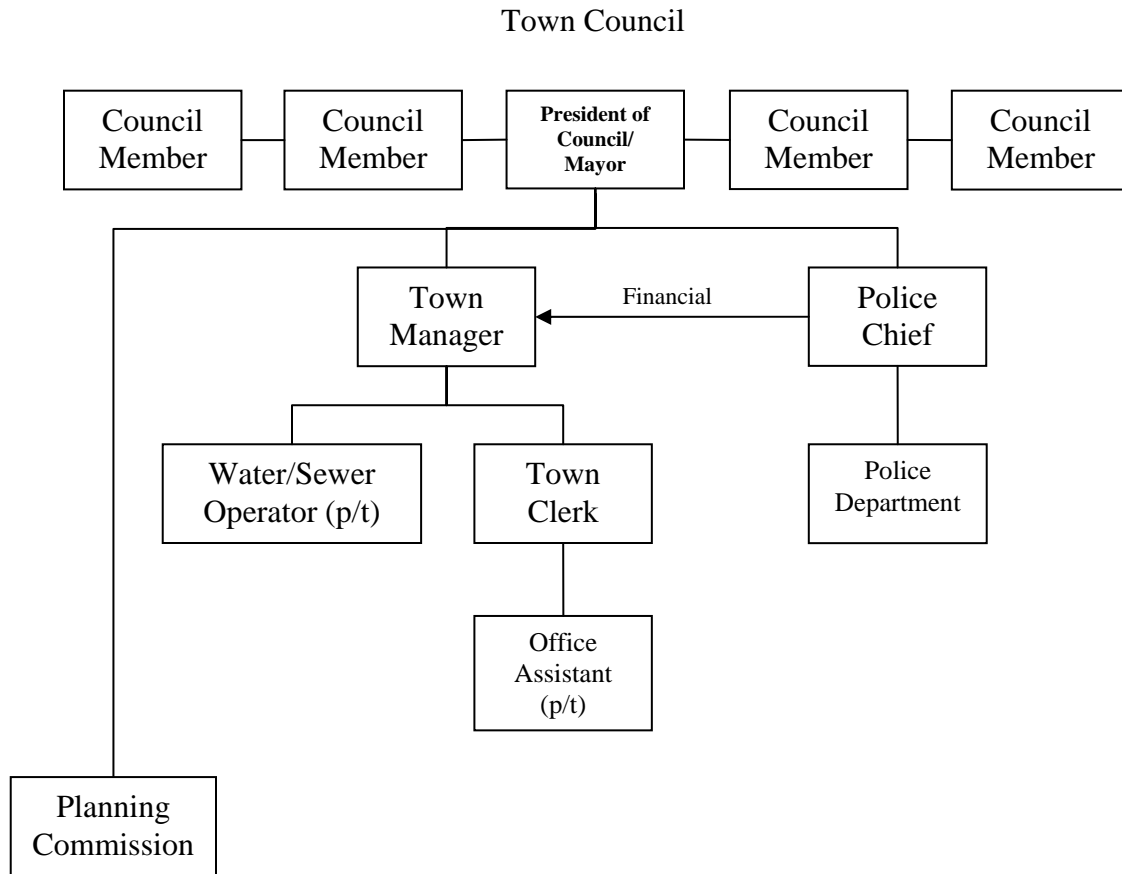
#### Legend

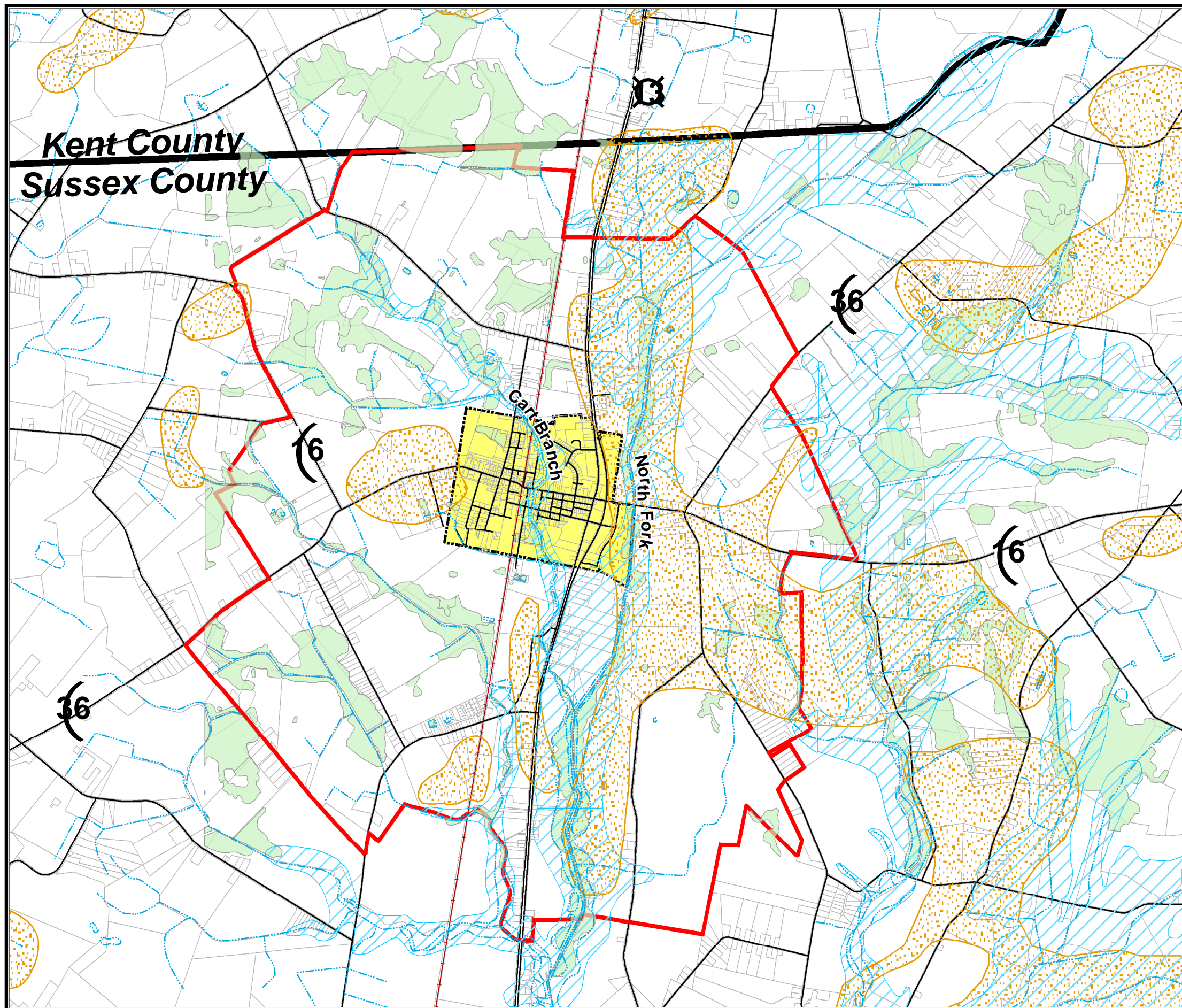
- Greenwood Town Limits
- Multi-Agency Planning Area
- Purchased Development Right
- Agricultural Preservation
- Tax Parcel
- Roadways
- Rail Line
- Waterway





**Figure 3 - Greenwood Organizational Chart**





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## Figure 4 - Flood Plain, Recharge and Wetlands

### Legend

- Greenwood Town Limits
- Multi-Agency Planning Area
- Tax Parcel
- Roadways
- Rail Line
- Waterway
- 100-yr Flood Plain
- Possible Non-tidal Wetlands
- Groundwater Recharge**
- excellent

Flood Plain per FEMA FIRM  
Non-tidal Wetlands mapped by DNREC  
Recharge mapped by DE Geological Survey

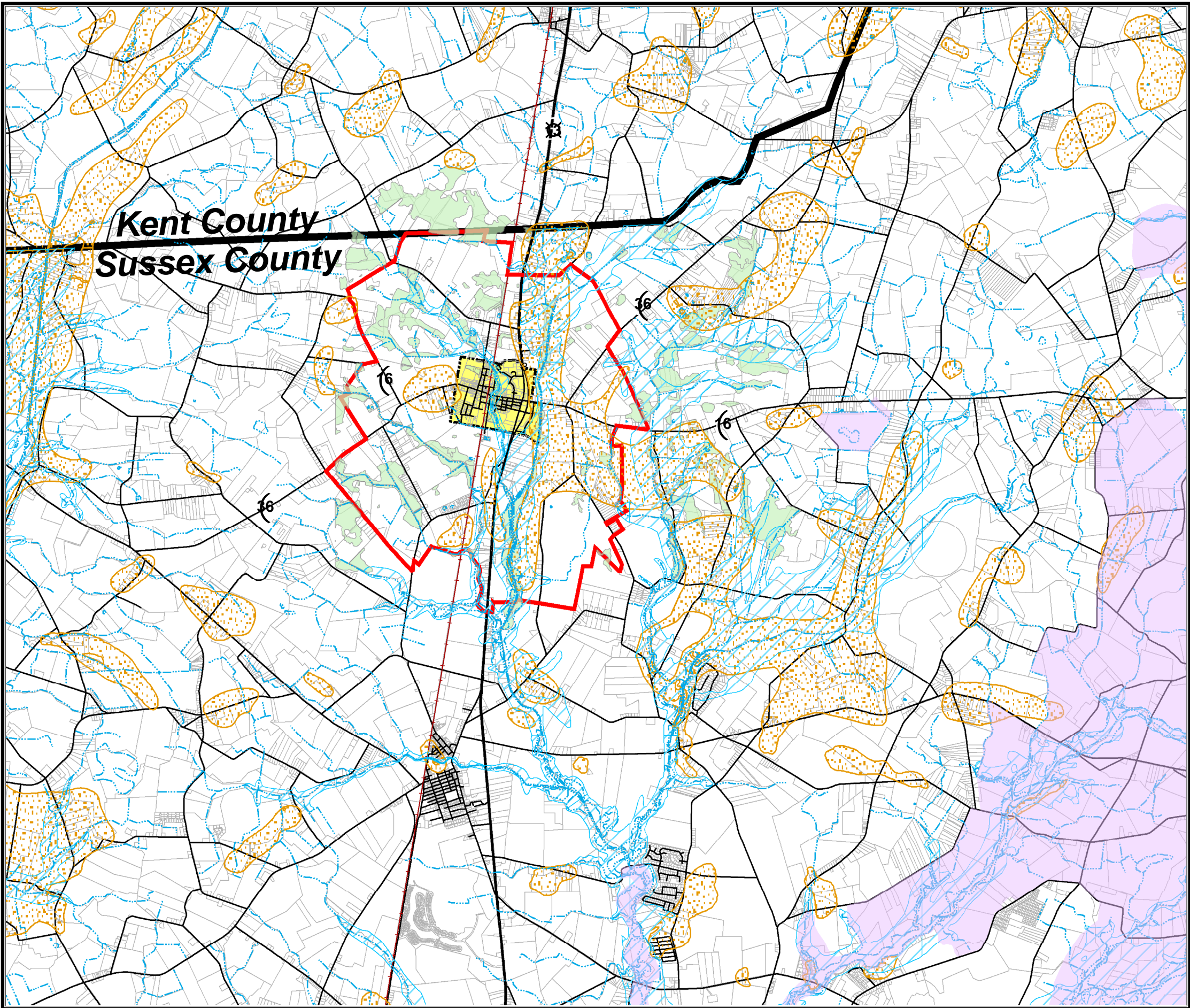
0 1,500 3,000 6,000 9,000 12,000 Feet

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**Figure 4A - Flood Plain, SRA,  
Recharge and Wetlands**

## **Legend**

- Greenwood Town Limits
- Multi-Agency Planning Area
- Tax Parcel
- Roadways
- Rail Line
- Waterway
- State Resource Areas (SRA)
- 100-yr Flood Plain
- Possible Non-tidal Wetlands
- Groundwater Recharge**
- excellent

State Resource Areas mapped by DNREC  
Flood Plain per FEMA FIRM  
Non-tidal Wetlands mapped by DNREC  
Recharge mapped by DE Geological Survey

0 0.5 1 2 3 4 Miles

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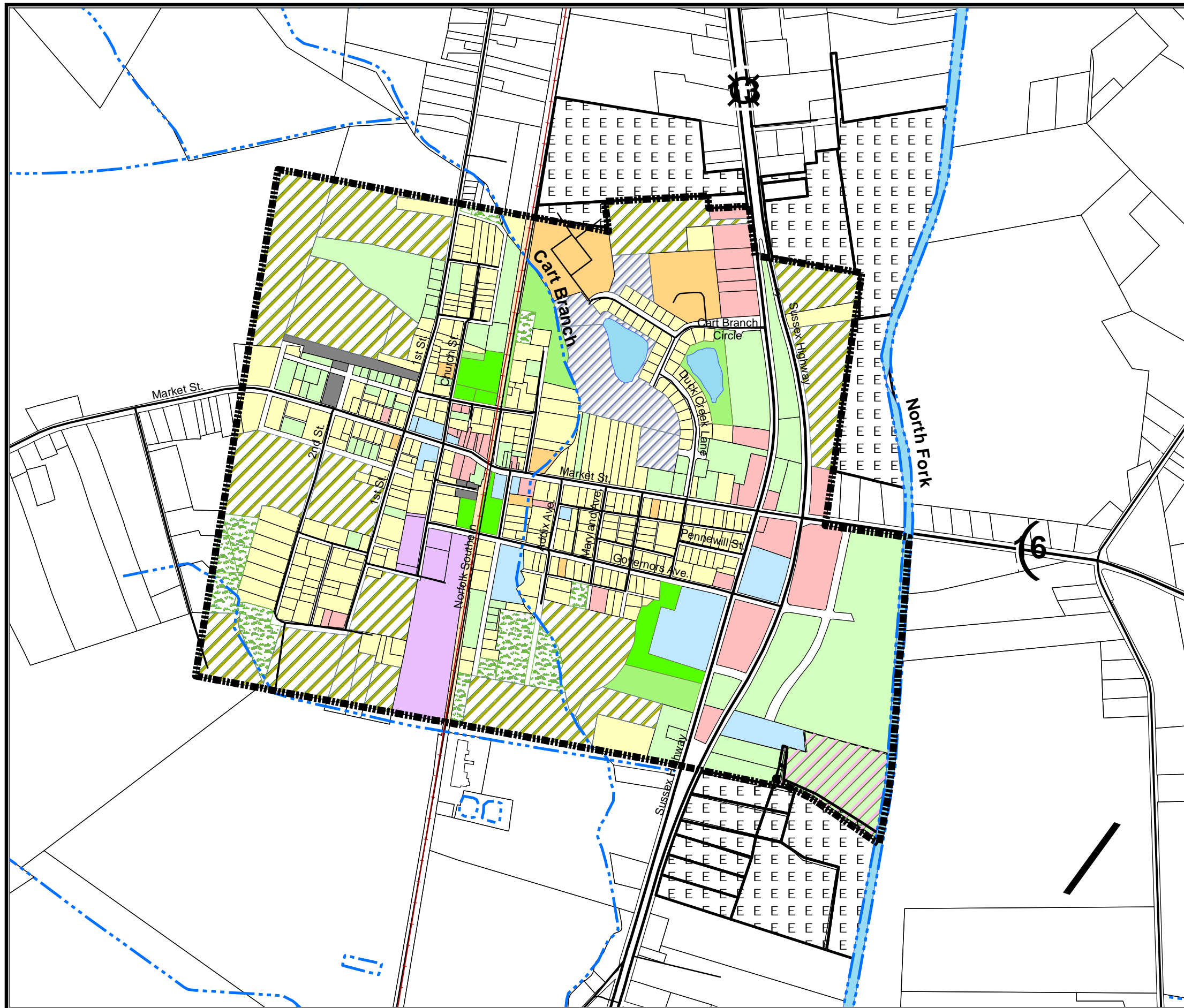
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## Figure 5 Current Land Use June 2007

### Legend

- Greenwood Town Limits
  - Tax Parcel
  - POTENTIAL EXPANSION AREA
  - Roadways
  - Rail Line
  - Streams and Ditches
  - Ponds
  - Cheer Center
- ### EXISTING LAND USE
- MULTI-FAMILY RESIDENTIAL
  - SINGLE FAMILY RESIDENTIAL
  - COMMERCIAL OR MIXED USE
  - PUBLIC OR INSTITUTIONAL
  - INDUSTRIAL
  - AGRICULTURE
  - WOODS
  - TRANSITION
  - PASSIVE OPEN SPACE
  - ACTIVE OPEN SPACE
  - VACANT OR FALLOW
  - TRANSPORTATION
  - PUBLIC UTILITY



Tax Parcels per Sussex County

0 1,500 3,000 Feet

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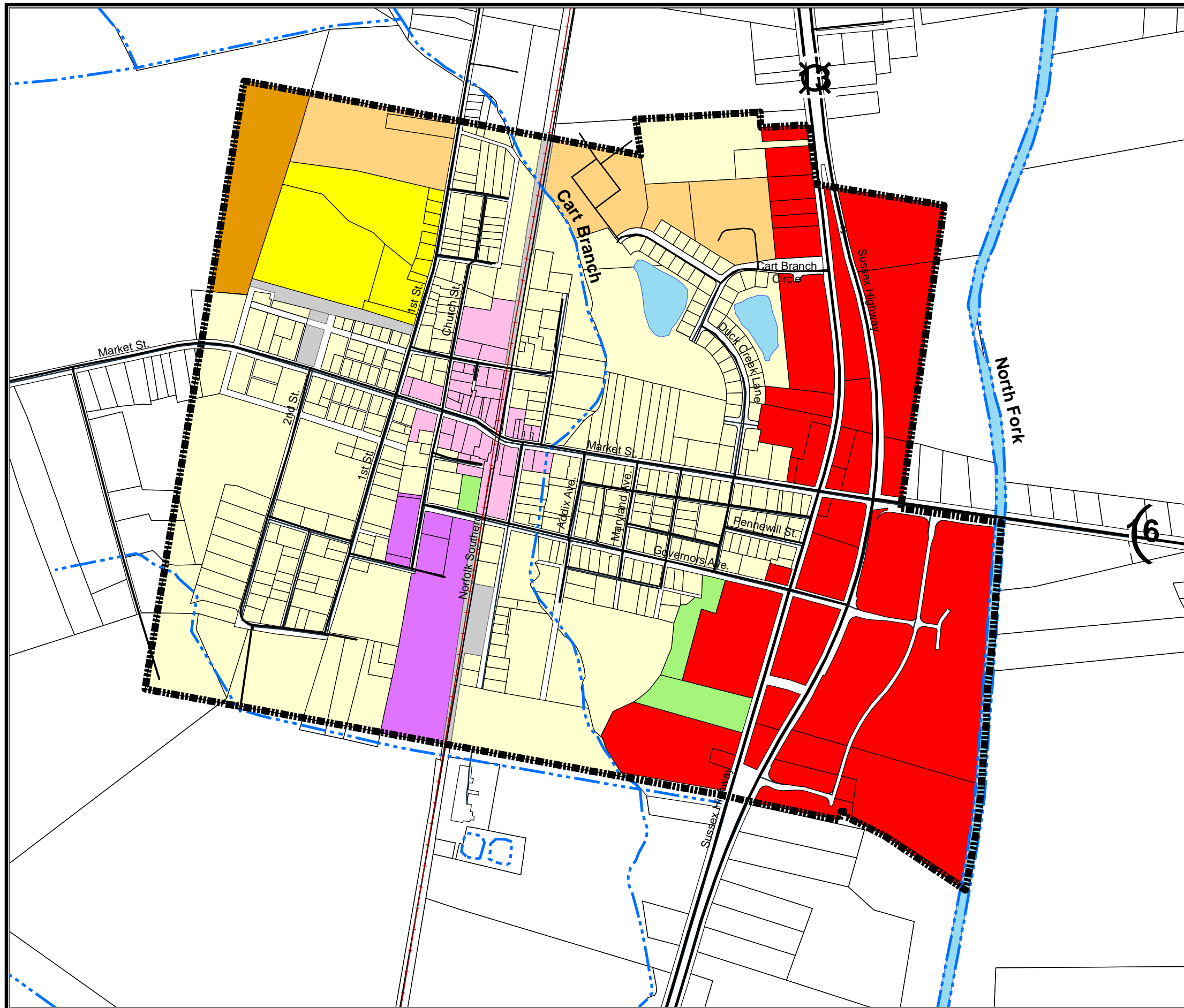
## Figure 6 Unofficial Zoning Map

### Legend

- Greenwood Town Limits
- Tax Parcel
- Roadways
- Rail Line
- Streams and Ditches
- Ponds

### Proposed Zoning

- Downtown Commercial
- Highway Commercial
- Manufacturing and Industrial
- Open Space
- R1 Low Density Residential
- R2 Medium Density Residential
- R3 High Density Residential
- Residential Planned Community (RPC)
- Utility



Tax Parcels per Sussex County

Reference the Town of Greenwood Land Use Ordinance  
for the Official Zoning Map

0 1,500 3,000  
Feet

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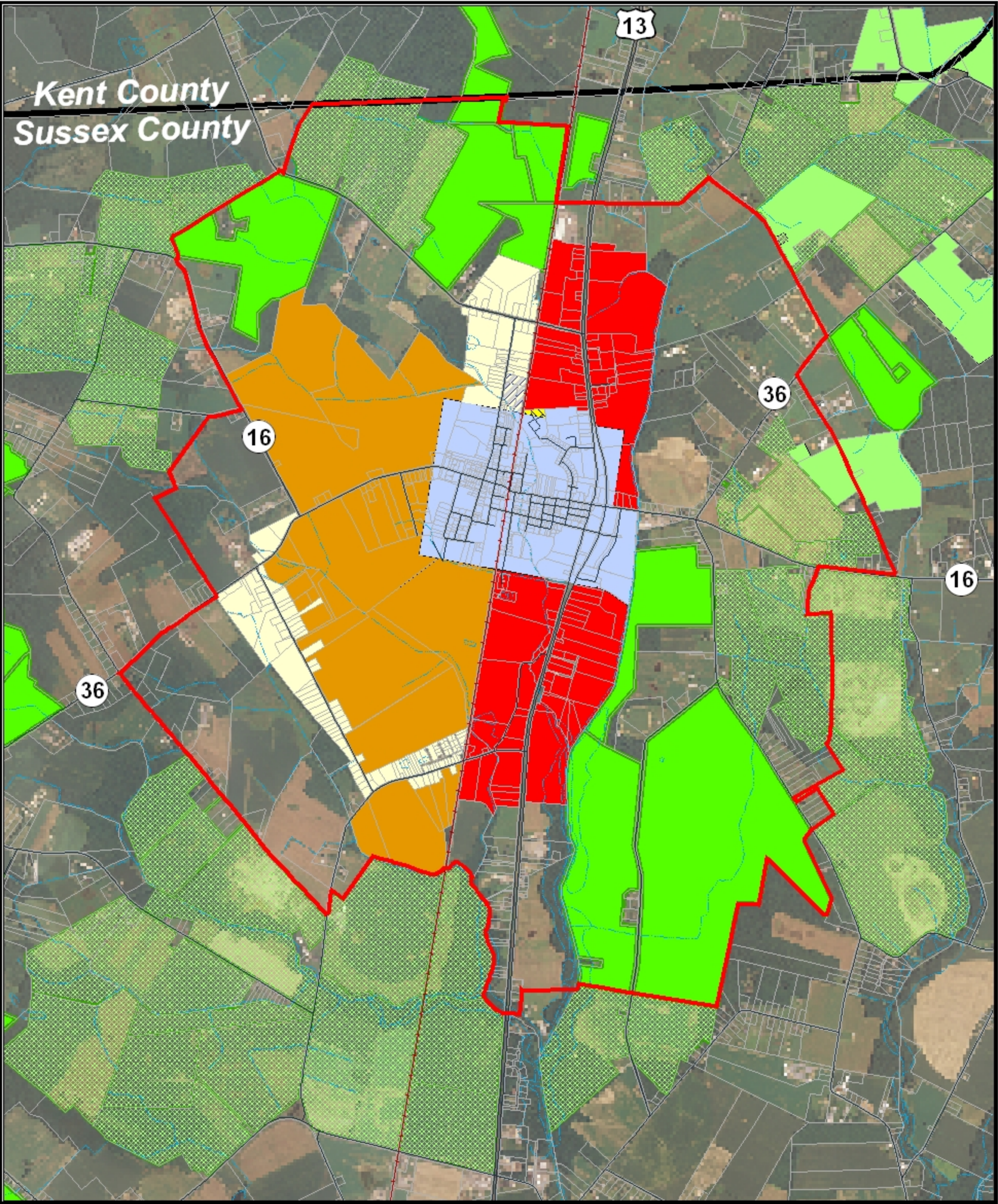
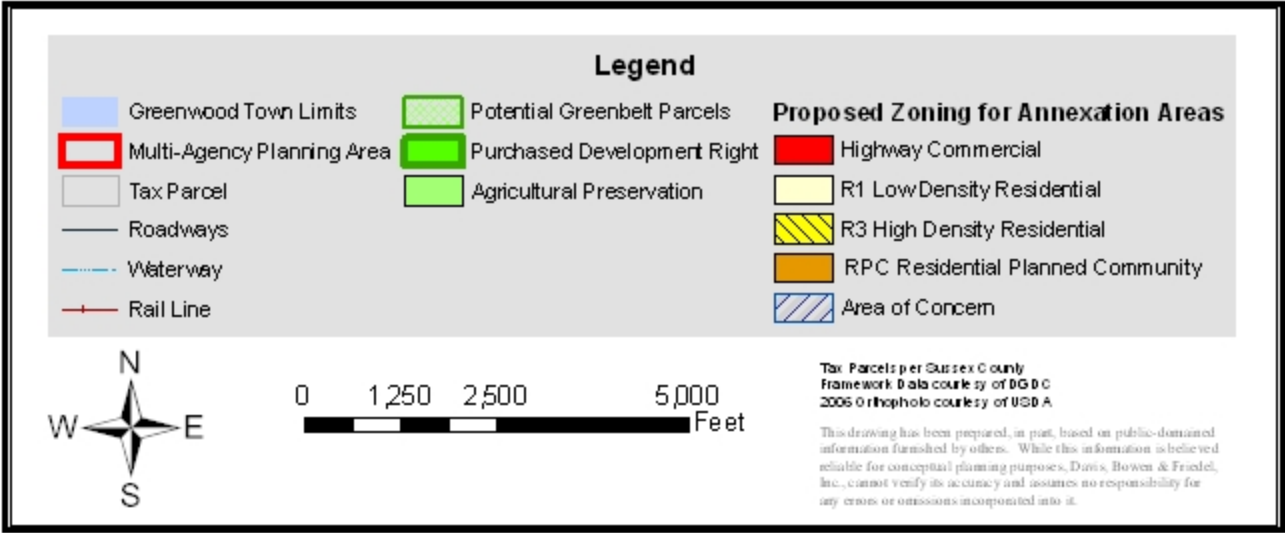



Figure 7 - Annexation Areas and Proposed Land Use





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